# **How to Prevent Frustrated Freight**

#### What is Frustrated Freight?

Frustrated freight is defined as "A shipment that is impeded or stopped along the supply chain," or a "breakdown in the supply chain." Often material is frustrated at the DOD Consolidation and Containerization Points (CCP), where it requires research to process.

Frustrated freight creates redundancy in the supply chain. Additional man hours are required to identify, mark, label and/or re-route the shipment. When a shipment is unidentifiable, the shipment or material never reaches the ultimate consignee and is excessed or disposed of.

#### **Ways to Prevent Frustrated Freight**

- 1. All shipping containers are required to be marked properly. The primary reason freight is frustrated is because the freight is not labeled or marked IAW established Federal and Military standards. Marking is defined as the application of numbers, letters, labels, tags, symbols, or colors to provide identification and to expedite handling during shipment and storage. Contract clauses and standards (see Attachment 1 for wording of clauses) that dictate the marking requirements are as follows:
  - a. Clause D-FSS-471. The majority of GSA contracts include clause D-FSS-471, Marking and Documentation Requirements per Shipment. This clause requires minimum information on each shipping container, including: Transportation Officer at final destination, ordering supply account number, account number, delivery/purchase order, National Stock Number or contractor's item number, the number of boxes and the nomenclature of the items.
  - b. Clause 552.211-73. When GSA Global Supply is the ordering activity they will incorporate the standard marking clause 552.211-73. This clause requires interior and exterior shipping containers to be marked in accordance with FED-STD-123 or MIL-STD-129 dependent on where the delivery will be made. When the Government inspection and acceptance is at destination, and delivered supplies are not marked in accordance with contract requirements, the Government has the right, without prior notice to the Contractor, to perform the required marking, by contract or otherwise, and charge the Contractor at the rate specified in the contract
  - c. **FED-STD-123**. FED-STD-123 establishes requirements for marking unit, intermediate and transport packages, and unit loads for domestic shipments.
    - (1) Unit and intermediate package markings require a Product Information label containing the following information:
      - (a) NSN barcoded and in human readable print
      - (b) Item Name (nomenclature)
      - (c) Specification Number if applicable

- (d) Quantity and Unit of Issue
- (e) Contractor Name and Address
- (f) SL marking if applicable
- (g) Lot or batch number if applicable
- (h) Special marking if applicable
  - Shelf-life marking.
  - Instructions for use, thinning, mixing, shaking, etc.
  - Instructions for storage, i.e., Do Not Freeze, refrigerate, etc.
  - Maximum VOC (less water and exempt solvents) in grams per liter and ponds per gallon
  - Lead Warning Notice (for paints that contain more than .06% Lead)
  - Agency specific marking
- (2) In addition to the Product Information label the transport package also requires a shipping label containing the following in characters 3/8 inch high:
  - (a) Bar-coded Purchase Order (if no PO use requisition number)
  - (b) Bar-coded NSN
  - (c) Ship to
  - (d) Ship From
  - (e) Number of Pieces
  - (f) Weight
  - (g) Cube (outer container size, not unit of issue)

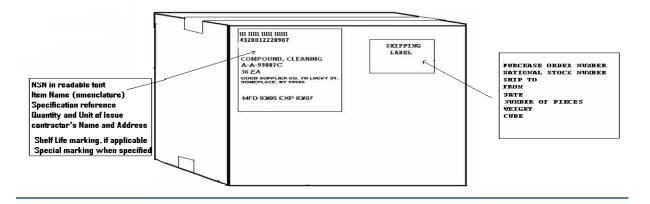
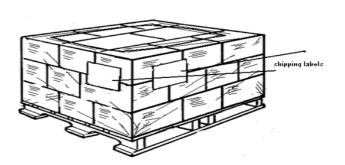


Figure 1: Package marking per FED-STD-123

- (3) Transport Package Marking of the palletized loads shall have two adjacent shipping labels showing the information. Marking needs to be oriented in a palletized load so that it is visible to the handler. The following is required on the shipping labels:
  - (a) Bar-coded PO number
  - (b) Bar-coded NSN

- (c) Consignor and consignee name, address and zip code information
- (d) Weight and cube of the palletized or unitized load
- (e) Number of transport packages in palletized or unitized load



PURCHASE ORDER NUMBER
NATIONAL STOCK NUMBER
SHIP TO
FROM
DATE
NUMBER OF PIECES
WEIGHT
CUBE

<u>Figure 2: Palletized loads shall have two adjacent shipping labels showing the</u> information above

- (4) Common oversights of Federal Standard 123 are:
  - (a) Incorrect unit of issue. This is an issue because when the unit of issue is incorrect the material quantity is received incorrectly which will appear as an incomplete order. Additionally, the order will appear late and could impact past performance ratings. This could also delay delivery of the item to our end customers if inventory is not captured correctly.
  - (b) Incorrect Purchase Order or NSN. Usually a number is transposed or a letter is mistaken for a number like S and 5. The incorrect information delays identification of the order and ability to check in the merchandise for reissue to customers.
  - (c) Omitting weight and cube information. This information is required and needed before accepting the material. There are tools on the Vendor Support Center website (https://vsc.gsa.gov) to assist with conversions.
- d. **MIL-STD-129**. MIL-STD-129 establishes requirements for marking unit, intermediate and exterior (Transport/shipping) packages and unit loads for military locations.
  - The general marking requirements for unit and intermediate packs with linear bar codes are divided into two categories;
    - (a) Identification markings that include:
      - National Stock Number
      - Cage Code
      - Item description
      - Quantity and Unit of Issue
      - Contract Number and Lot Number
      - Military Method and Date of Unit Preservation
      - Serial Number (when assigned)

- (b) Bar code markings include:
  - National Stock Number
  - Serial number (when assigned)

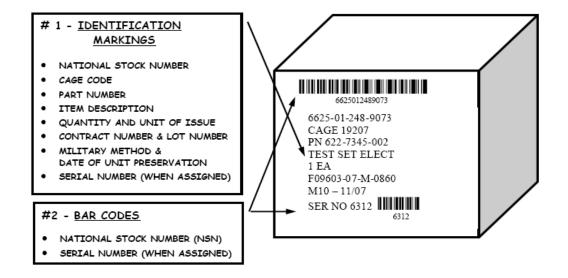


Figure 3: Unit and Intermediate pack with linear (Code 39) bar codes

(2) The marking requirements for unit and intermediate packages with 2D symbols and unique item identifiers are the same as the linear barcode requirements but rather than barcodes, the unique item identifier is provided.

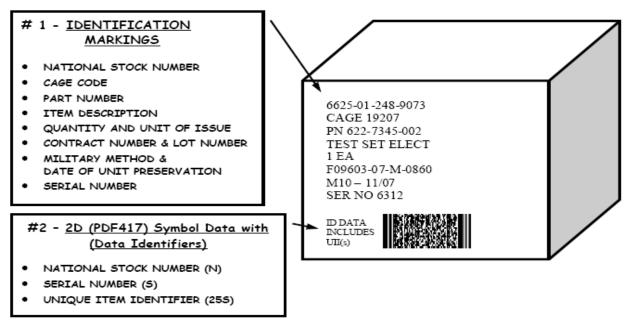


Figure 4: Unit and intermediate pack with 2D (PDF417) Symbol and Unique Item Identifiers

- (3) General marking requirements for exterior containers are divided into three categories:
  - (a) Identification markings (#1 below)
  - (b) Bar code markings (#2 below)
  - (c) Address markings (#3 below)

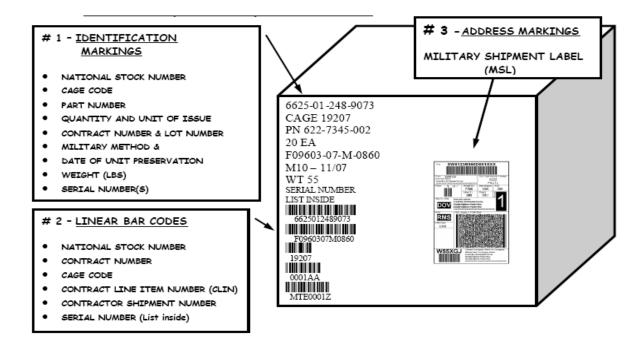
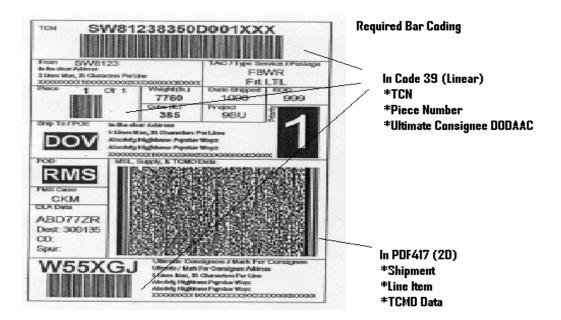


Figure 5: Exterior shipping containers with Linear (Code 39) Bar Codes

- (4) Palletized loads shall have two adjacent shipping labels. Marking needs to be oriented in a palletized load so that it is visible to the handler.
- (5) The Military Shipping Label (MSL) contains information on the specific customer location. Unless specifically exempted in the contract, all shippers will apply address marking using a bar coded MSL. This includes shipments to domestic and overseas destinations. The MSL shall contain the following:
  - (a) Transportation Control Number (TCN). The TCN is a 17 character data element assigned to control and manage every shipment unit throughout the transportation pipeline. The TCN for each shipment is unique and not duplicated. It is critical for forwarding shipments overseas.
  - (b) Transportation Account Code (TAC)
  - (c) Consignor address
  - (d) Type of Service/Postage
  - (e) Ship to/POE
  - (f) Transportation Priority
  - (g) Project Code

- (h) Ultimate Consignee/mark for address
- (i) Weight (lbs)
- (j) Required Delivery Date (RDD)
- (k) Cube (ft)
- (I) Piece Number



- (6) Common oversights of MIL-STD-129.
  - (a) Not having a TCN on the label is one of the biggest problems. When the TCN is missing it significantly impacts the supply chain. Combine that with the omission of the ultimate consignee information and the package often becomes unaccounted for and is excessed or disposed of.
  - (b) Not having a transportation priority is also problematic as the priority will dictate how the shipment should be sent overseas. Without the identification the shipment may be delayed. If it is a priority 1 shipment that is delayed, it could greatly affect the end user who needs the material for mission critical activities.
  - (c) All freight destined for the CCP must also include the mark for or ultimate consignee information on the label. Failure to do this will frustrate the freight at the CCP.
- 2. Materiel designated as HAZMAT must be packaged and marked accordingly. Contracts for material designated as HAZMAT per MIL-STD-313, shall contain FAR clause 52.223-3 (alternate I) requiring the vendor to submit Material Safety Data Sheets (MSDS(s) to GSA for input into the HMIRS. FED-STD-313 provides instruction on how to complete the MSDS.

The vendor is also required to include an MSDS in each shipping container. Other clauses as appropriate will also be included where hazardous substances are involved. These clauses include but are not limited to:

- a. D-FSS-440, Preservation, Packaging, Packing, and Marking and Labeling of Hazardous Materials for Surface Shipment;
- b. D-FSS-447, Separate Charge for Performance Oriented Packaging (POP);
- c. 552.223-70, HAZARDOUS SUBSTANCES;
- d. 552.223-72, HAZARDOUS MATERIAL INFORMATION.

A failure to comply with these clauses may result in frustrated freight.

3. Customers must be CCP eligible. There are two DOD Consolidation and Containerization Points; one at Susquehanna Distribution Center in New Cumberland Pennsylvania, and the other at the San Joaquin Distribution Center located in Tracy California. Not all customers can utilize these facilities for the consolidation of their OCONUS orders. For example the CCP in New Cumberland generally does not handle shipments where the ultimate consignee/mark for belongs to the Air Force (requisition numbers and/or DOD Activity Address Codes beginning with E, F, or J), Navy (N, Q, R, V), Marine Corps (L, M), DoD Schools (HE), military postal customers (APO/FPO addresses that must be sent through the U.S. Postal Service), civilian agencies (requisitions beginning with numbers) and foreign governments (K, B, D, K, P, T). There are other locations that consolidate shipments for customers not CCP eligible.

Contractors/vendors should not change the delivery location without first contacting the appropriate Contracting Officer. Questions on CCP eligibility should be referred to GSA by dialing 800-927-7622 for verification of appropriate next node address.

- 4. Only one shipment per shipping container. Multiple packages with different TCNs packed together can cause frustrated freight. When shipping, only pieces with the same TCN should be contained in the larger shipping container. The employees at the CCP are not equipped to break open a shipping container in order to direct shipments to various ultimate consignees.
- 5. Pallets must be heat treated. All pallets transported and/or shipped to a CCP for shipping OCONUS must be heat treated and marked IAW IIPC (International Plant Protection Convention). Per clause 552.211-89, non-manufactured wood pallets and other non-manufactured wood package material used in shipments destined for ultimate delivery to or through a European Union (EU) country or any other country endorsing the IPPC shall

comply with the Emergency Measures (2001/219/EC) adopted by the Commission of the European Communities (CEC).

# How Can the Vendor Find Marking and Shipping Information on a GSA Purchase Order?

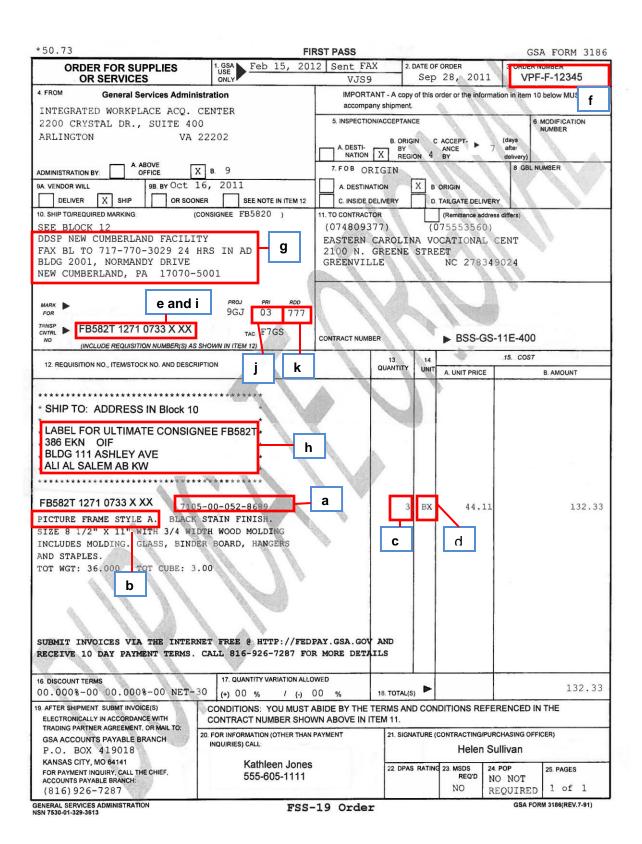
Vendors receive purchase orders (PO) from GSA in different formats. The formats include: the GSA Form 3186; a web generated PO, or an EDI 856 PO. Examples follow, showing where information pertinent to shipping and adherence with FED-STD-123 and MIL-STD-129 can be found. Applicable information includes:

- a. NSN or Part Number;
- b. Item Name;
- c. Quantity;
- d. Unit of Issue;
- e. Requisition Number;
- f. Purchase Order Number;
- g. Ship to: CCP
- h. Ship to: Mark for ultimate consignee
- i. Transportation Control Number (TCN);
- j. Transportation Priority;
- k. Required Delivery Data (RDD).

# Initiated from GSA Global Supply or GSA Advantage Web Order

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	MAIL INVOICE TO/PURCHASE CARD INFORMATION	
Government Purchase Card = VISA	STREET ADDRESS Credit Card Number/Exp Date: XXXX-XXXX-XXXX-0003 / 03-2013	CITY/STATE/ZIP Obtain credit card authorization prior to shipment
CONTRACTING/ORDERING OFFICER test	E-MAIL haf@gsa.gov	PHONE 703-555-1212



#### Attachment 1 – Referenced Clauses

#### D-FSS-471 MARKING AND DOCUMENTATION REQUIREMENTS PER SHIPMENT

It shall be the responsibility of the Ordering Office to determine the full marking and documentation requirements necessary under the various methods of shipment authorized by the contract. Set forth below is the minimum information and documentation that will be required for shipment. In the event the Ordering Office fails to provide the essential information and documentation, the Contractor shall, within three days after receipt of order, contact the Ordering Office and advise them accordingly. The Contractor shall not proceed with any shipment requiring transshipment via U.S. Government facilities without the below stated prerequisites:

<u>Direct Shipments</u>. The Contractor shall mark all items ordered against this contract with indelible ink, paint or fluid, as follows:

(1)	Traffic Management or Transportation Officer at FINAL destination.
(2)	Ordering Supply Account Number.
(3)	Account number.
(4)	Delivery Order or Purchase Order Number.
(5)	National Stock Number, if applicable; or Contractor's item number.
(6)	Box of Boxes.
(7)	Nomenclature (brief description of items).

### 552.211-73 Marking

- Deliveries to civilian activities. Supplies shall be marked in accordance with Federal Standard 123, edition in effect on the date of issuance of the solicitation.
- Deliveries to military activities. Supplies shall be marked in accordance with Military Standard 129, edition in effect on the date of issuance of the solicitation.

#### 52.223-3 Hazardous Material Identification and Material Safety Data

- (a) "Hazardous material", as used in this clause, includes any material defined as hazardous under the latest version of Federal Standard No. 313 (including revisions adopted during the term of the contract).
- (b) The offeror must list any hazardous material, as defined in paragraph (a) of this clause, to be delivered under this contract. The hazardous material shall be properly identified and include any applicable identification number, such as National Stock Number or Special Item Number. This information shall also be included on the Material Safety Data Sheet submitted under this contract.

Material	(If none,	insert "No	ne")	Identific	ation No	).

- (c) This list must be updated during performance of the contract whenever the Contractor determines that any other material to be delivered under this contract is hazardous.
- (d) The apparently successful offeror agrees to submit, for each item as required prior to award, a Material Safety Data Sheet, meeting the requirements of 29 CFR 1910.1200(g) and the latest version of Federal Standard No. 313, for all hazardous material identified in paragraph (b) of this clause. Data shall be submitted in accordance with Federal Standard No. 313, whether or not the apparently successful offeror is the actual manufacturer of these items. Failure to submit the Material Safety Data Sheet prior to award may result in the apparently successful offeror being considered nonresponsible and ineligible for award.
- (e) If, after award, there is a change in the composition of the item(s) or a revision to Federal Standard No. 313, which renders incomplete or inaccurate the data submitted under paragraph (d) of this clause, the Contractor shall promptly notify the Contracting Officer and resubmit the data.
- (f) Neither the requirements of this clause nor any act or failure to act by the Government shall relieve the Contractor of any responsibility or liability for the safety of Government, Contractor, or subcontractor personnel or property.
- (g) Nothing contained in this clause shall relieve the Contractor from complying with applicable Federal, State, and local laws, codes, ordinances, and regulations (including the obtaining of licenses and permits) in connection with hazardous material.
- (h) The Government's rights in data furnished under this contract with respect to hazardous material are as follows:
  - (1) To use, duplicate and disclose any data to which this clause is applicable. The purposes of this right are to—
    - (i) Apprise personnel of the hazards to which they may be exposed in using, handling, packaging, transporting, or disposing of hazardous materials;
    - (ii) Obtain medical treatment for those affected by the material; and
    - (iii) Have others use, duplicate, and disclose the data for the Government for these purposes.
  - (2) To use, duplicate, and disclose data furnished under this clause, in accordance with paragraph (h)(1) of this clause, in precedence over any other clause of this contract providing for rights in data.
  - (3) The Government is not precluded from using similar or identical data acquired from other sources.

# <u>D-FSS-440 PRESERVATION, PACKAGING, PACKING, AND MARKING AND LABELING of</u> HAZARDOUS MATERIALS (HAZMAT) FOR SURFACE SHIPMENT

- (a) Preservation, packaging, packing, and marking and labeling of domestic and overseas HAZMAT SURFACE SHIPMENTS shall comply with all requirements of the following:
- (1) International Maritime Dangerous Goods (IMDG) Code established by the International Maritime Organization;

- (2) U.S. Department of Transportation (DOT) Hazardous Material Regulation (HMR) 49 CFR Parts 171 through 180. (Note: Classifications permitted by the HMR, but not permitted by the IMDG code, such as "Combustible" and "ORM," shall not be used);
- (3) Occupational Safety and Health Administration (OSHA) Regulation 29 CFR Part 1910.1200; and
- (4) Any preservation, packaging, packing, and marking and labeling requirements contained elsewhere in this solicitation.
- (b) The test reports showing compliance with packaging requirements shall be made available to GSA contract administration/management representatives upon request.

## D-FSS-447 SEPARATE CHARGE FOR PERFORMANCE ORIENTED PACKAGING (POP)

- (a) Offerors are requested to quote a separate charge for providing preservation, packaging, packing, and marking and labeling of domestic and overseas HAZMAT SURFACE SHIPMENTS in compliance with all requirements of the following:
- (1) International Maritime Dangerous Goods (IMDG) Code established by the International Maritime Organization (IMO) in accordance with the United Nations (UN) Recommendations on the Transportation of Dangerous Goods (Note: Marine pollutants must be labeled as required by the IMDG Code);
- (2) The performance oriented packaging requirements contained in the U. S. Department of Transportation (DOT) Hazardous Materials Regulations (HMR; 49 CFR Parts 171 -180) effective October 1, 1991 (Note: The "Combustible" and "ORM" classifications contained these requirements are not permitted by the IMDG Code and can not be used);
- (3) Occupational Safety and Health Administration (OSHA) Regulations 29 CFR Parts 1910.101 1910.120 and 1910.1000 1910.1500, relating to Hazardous and Toxic Substances; and
- (4) Any preservation, packaging, packing, and marking and labeling requirements contained elsewhere in the solicitation.
- (b) Offerors are requested to list the hazardous material item to which the separate charge applies in the spaces provided below or on a separate attachment. These separate charges will be accepted as part of the award, if considered reasonable, and shall be included in the Contractor's published catalog and/or price.

ITEMS (NSNs, SINs, or Descriptive Name of Articles, as appropriate)	Charge for Performance Oriented Packaging

- (c) Ordering activities will not be obligated to utilize the Contractor's services for Performance Oriented Packaging, and they may obtain such services elsewhere if desired. However, the Contractor shall provide items in Performance Oriented Packaging when such packing is specified on the delivery order. The Contractor's contract price and the charge for Performance Oriented Packaging will be shown as separate entries on the delivery order.
- (d) The test reports showing compliance with package requirements will be made available to GSA contract administration/management representatives upon request.

## 552.223-70 HAZARDOUS SUBSTANCES

- (a) If the packaged items to be delivered under this contract are of a hazardous substance and ordinarily are intended or considered to be for use as a household item, this contract is subject to the Federal Hazardous Substances Act, as amended (15 U.S.C. 1261-1276), implementing regulations thereof (16 CFR Chapter II(c)), and Federal Standard No. 123, Marking for Shipment (Civil Agencies), issue in effect on the date of this solicitation.
- (b) The packaged items to be delivered under this contract are subject to the preparation of shipping documents, the preparation of items for transportation, shipping container construction, package making, package labeling, when required, shipper's certification of compliance, and transport vehicle placarding in accordance with Parts 171 through 178 of 49 CFR and the Hazardous Materials Transportation Act.
- (c) The minimum packaging acceptable for packaging Department of Transportation regulated hazardous materials shall be those in 49 CFR 173.

#### **552.223-72 Hazardous Material Information**

Offeror shall indicate for each national stock number (NSN) the following information:

NSN	DOT Shipping Name	DOT Hazard Class	DOT Label Required
			Yes [ ] No [ ]
			Yes [ ] No [ ]
			Yes [ ] No [ ]

#### 552.211-89 Non-Manufactured Wood Packaging Material for Export

#### a) Definitions:

IPPC Country. Countries of the European Union (EU) or any other country endorsing the International Plant Protection Convention (IPPC) "Guidelines for Regulation Wood Packaging Material in Internation Trade," approved March 15, 2002. A listing of countries participating in

#### the IPPC is found at:

http://www.aphis.usda.gov/import export/plants/plant exports/wpm/country/index.shtml.

Non-manufactured wood, is also called solid wood and defined as wood packing other than that comprised wholly of wood-base products such as plywood, particle board, oriented strand board, veneer, wood wool, and similar materials, which has been created using glue, heat and pressure or a combination thereof.

Packaged material, and solid wood packing material (SWPM), for purposes of this clause, is defined as each separate and distinct material that by itself or in combination with other materials forms the container providing a means of protecting and handling a product. This includes, but is not limited to, pallets, dunnage, crating, packing, blocks, drums, load boards, pallets, dunnage, crating, packing blocks, drums, load boards, pallet collars, and skids.

(b) Non-manufactured wood pallets and other non-manufactured wood packaging material used to pack items for delivery to or through IPPC countries must be marked and properly treated in accordance with IPPC guidelines.